

# Calendar No. 1124

76TH CONGRESS }  
1st Session }

SENATE

{ REPORT  
No. 1078

## SAFEGUARD THE WELFARE OF APPRENTICES

JULY 22 (calendar day, AUG. 4), 1937.—Ordered to be printed

Mr. PEPPER, from the Committee on Education and Labor, submitted  
the following

### REPORT

[To accompany H. R. 7274]

The Senate Committee on Education and Labor, to whom was referred the bill (H. R. 7274) to enable the Department of Labor to formulate and promote the furtherance of labor standards necessary to safeguard the welfare of apprentices and to cooperate with the States in the promotion of such standards, having had the same under consideration, report it back to the Senate without amendment and recommend that the bill do pass.

The bill is as follows:

AN ACT To enable the Department of Labor to formulate and promote the furtherance of labor standards necessary to safeguard the welfare of apprentices and to cooperate with the States in the promotion of such standards

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Secretary of Labor is hereby authorized and directed to formulate and promote the furtherance of labor standards necessary to safeguard the welfare of apprentices, to extend the application of such standards by encouraging the inclusion thereof in contracts of apprenticeship, to bring together employers and labor for the formulation of programs of apprenticeship, to cooperate with State agencies engaged in the formulation and promotion of standards of apprenticeship, and to cooperate with the National Youth Administration and with the Office of Education of the Department of the Interior in accordance with section 6 of the Act of February 23, 1917 (39 Stat. 982), as amended by Executive Order Numbered 6166, June 10, 1933, issued pursuant to an Act of June 30, 1932 (47 Stat. 414), as amended.

SEC. 2. The Secretary of Labor may publish information relating to existing and proposed labor standards of apprenticeship, and may appoint national advisory committees to serve without compensation. Such committees shall include representatives of employers, representatives of labor, educators, and officers of other executive departments, with the consent of the head of any such department.

SEC. 3. On and after the effective date of this Act the National Youth Administration shall be relieved of direct responsibility for the promotion of labor standards of apprenticeship as heretofore conducted through the division of apprentice training and shall transfer all records and papers relating to such activities to the custody of the Department of Labor. The Secretary of Labor is authorized

to appoint such employees as he may from time to time find necessary for the administration of this Act, with regard to existing laws applicable to the appointment and compensation of employees of the United States: *Provided, however,* That he may appoint persons now employed in division of apprentice training of the National Youth Administration upon certification by the Civil Service Commission of their qualifications after nonassembled examinations.

Sec. 4. This Act shall take effect on July 1, 1937, or as soon thereafter as it shall be approved.

Passed the House of Representatives June 20, 1937.

Attest:

SOUTH TRIMBLE, Clerk.

The following is a letter received by the chairman of the committee from the Secretary of Labor, in which is enclosed a statement with reference to the bill:

DEPARTMENT OF LABOR,  
Washington, July 27, 1937.

HON. HUGO L. BLACK,  
Chairman, Committee on Education and Labor,  
United States Senate, Washington, D. C.

DEAR SENATOR BLACK: While I know that it is quite late in the session and that your committee is at the present time occupied with the Black-Connery bill, I should like to call your attention to H. R. 7274, the apprentice training bill, which is now pending before your committee. This bill passed the House without a dissenting vote, and I think that if your committee deemed it desirable legislation and reported it out that it might have smooth sailing on the Senate floor.

The division which this bill operates has been in existence for some years in the Department of Labor, but it has been financed with funds provided by the National Youth Administration. This year continuation of the project was approved by the Bureau of the Budget and an appropriation for it was authorized when the bill was brought up on the floor. However, this item was stricken out on a point of order, although the members of the Appropriation Committee, who had the bill in charge, said they approved the purpose of the appropriation and would vote for an amendment to the substantive law if a bill embodying such an amendment were introduced and referred to the appropriate committees.

As a result of this suggestion, this bill was introduced by Congressman Fitzgerald and received favorable action by the House Labor Committee after exhaustive hearings were held with respect to it. I enclose an explanatory memorandum.

Sincerely yours,

FRANCES PERKINS.

#### STATEMENT ON H. R. 7274

H. R. 7274, which provides a permanent agency in the Department of Labor for setting up standards for the guidance of apprenticeship, and for the promotion of apprenticeship generally, under such standards, was favorably reported out of the House Labor Committee, and was later adopted by the House without a dissenting vote.

Since 1934, the Federal Committee on Apprentice Training has been operating through funds provided by the National Youth Administration. Its functions under this bill will be carried on through funds provided by the Department of Labor.

The questions arise: Why a Federal Committee on Apprentice Training? Why should it be part of the Department of Labor? The answers to these questions are found in the report of the House Labor Committee on the bill. The report says in part:

"The committee is of the opinion that the development of an adequate apprenticeship system is not an emergency program. There is constant need for some Federal agency to bring employers and employees together in the formulation of national programs of apprenticeship and to attempt to adjust the supply of skilled workers to the demands of industry. This is a logical function of the Department of Labor.

"The important bearing that the training of skilled workers has upon our social structure, especially with respect to relief, security, citizenship, crime, and national defense, was clearly indicated to the committee. Because of the nature of the problem, it is of vital importance that the Congress take cognizance of it and take action to strengthen the remedial measures which have been inaugurated by the Federal Committee on Apprentice Training."

The House Labor Committee further commented to the effect that its hearings had revealed that there never has been an adequate apprenticeship system in the United States; that, in 1930, some 750,000 young people under 25 years of age were employed in skilled trades, but were not being trained as apprentices; and that no national approach to the serious problem had been made prior to the creation of the Federal Committee on Apprentice Training in 1934.

The thorough training of skilled workmen is of paramount importance to the employers, to labor, to apprentices, and to the public. To assure that type of training, the Federal committee has, with the advice of employers, labor, and educators, evolved certain minimum standards for apprenticeship. These relate to the scale of wages, ratio of apprentices to journeymen, the number of hours to be worked, the various processes of the trade to be learned, the amount of supplementary school instruction, a written agreement between employer and apprentice, etc.

In its work the Federal committee has not had, nor will it have under this bill, any authority to compel adherence to its recommendations. The committee, and its cooperating State committees, act as a liaison between employers and employees together and give them the benefit of its assistance and counsel in setting up apprenticeship systems. The procedure usually involves the setting up of a joint trade committee to supervise the apprenticeship program. Under such an arrangement the possibility of training more apprentices than can be absorbed into the trades is avoided.

Hearings before the House Labor Committee on the bill showed that employers, labor organizations, and educators thoroughly approved the bill. The Labor Committee reported that no opposition was registered with the committee.

Among those who either personally appeared before the House Labor Committee or sent letters strongly urging passage of the bill were the following:

William Green, president, American Federation of Labor.

C. R. Dooley, manager, industrial relations, Socony Vacuum Oil Co.

John P. Frey, president, metal-trades department, American Federation of Labor.

Richard R. Brown, deputy executive director, National Youth Administration.

J. C. Wright, Assistant Commissioner for Vocational Education, United States Office of Education.

G. S. Stuart, Painting and Decorating Contractors of America.

William F. Gallagher, Brotherhood of Painters, Decorators, and Paperhangers of America.

Oscar W. Rosenthal, National Association of Building Trades Employers and Associated General Contractors of America.

Michael F. Garrett, United Association of Journeymen Plumbers and Steamfitters of the United States.

Noel Sargent, secretary, National Association of Manufacturers.

Henry Ohl, Jr., president, Wisconsin State Federation of Labor.

C. R. Miller, president, Oregon Building Congress.

O. B. Chapman, director, Department of Industrial Relations, State of Ohio.

Martin Durkin, director, Illinois State Department of Labor.

Charles H. Schmetz, president, Illinois State Council of the Painting and Decorating Contractors of America.

George P. Hambrecht, past president, American Vocational Association.

Ernest Flentje, National Association of Master Plumbers.

Voyta Wrabetz, chairman, Wisconsin Industrial Commission.